

July 20, 2004 CPC



STAFF'S  
REQUEST ANALYSIS  
AND  
RECOMMENDATION

04SN0278

Finer Homes, Inc.

Clover Hill Magisterial District  
Reams Elementary, Providence Middle  
and Monacan High School Attendance Zones  
Eastern terminus of Stroud Lane

REQUEST: Rezoning from Agricultural (A) to Residential (R-12).

PROPOSED LAND USE:

A single-family residential subdivision having approximately twenty-two (22) lots with a minimum lot size of 12,000 square feet is planned.

RECOMMENDATION

Recommend approval, subject to the applicant addressing the impact on capital facilities. This recommendation is made for the following reasons:

- A. The proposed zoning and land use conform to the Northern Area Land Use and Transportation Plan which suggests the property is appropriate for residential use of 1.51 to 4.0 units per acre.
- B. The proposed zoning and land use are representative of existing and anticipated development.
- C. The proffered conditions do not adequately address the impact of this development on necessary capital facilities, as outlined in the Zoning Ordinance and Comprehensive Plan. Specifically, the need for transportation, schools, parks, libraries and fire stations is identified in the County's adopted Public Facilities Plan, Transportation Plan and Capital Improvement Program and the impact of this development is discussed herein. The proffered conditions do not adequately

mitigate the impact on capital facilities, thereby not ensuring that adequate service levels are maintained as necessary to protect the health, safety and welfare of County citizens.

- (NOTES:
- A. THE ONLY CONDITION THAT MAY BE IMPOSED IS A BUFFER CONDITION. THE PROPERTY OWNER MAY PROFFER OTHER CONDITIONS.
  - B. IT SHOULD BE NOTED THAT REVISED AND ADDITIONAL PROFFERED CONDITIONS WERE NOT SUBMITTED AT LEAST THIRTY (30) DAYS PRIOR TO THE COMMISSION'S PUBLIC HEARING PER THE "SUGGESTED PRACTICES AND PROCEDURES." THE "PROCEDURES" SUGGEST THAT THE CASE SHOULD BE DEFERRED IF REPRESENTATIVES FROM THE AFFECTED NEIGHBORHOOD(S), STAFF AND THE COMMISSIONERS HAVE NOT HAD SUFFICIENT TIME TO EVALUATE THE AMENDMENTS. STAFF HAS HAD AN OPPORTUNITY TO THOROUGHLY REVIEW THESE PROFFERS.)

#### PROFFERED CONDITIONS

1. The public water and wastewater systems shall be used. (U)
2. Dwelling units shall have a minimum 1,800 square feet of gross floor area. (P)
3. The exposed surfaces of the foundations of each dwelling shall be covered with brick or stone veneer. (P)
4. The existing pond located toward the south portion of the property shall remain and be used as a SWM/BMP facility. (EE)
5. Access shall be limited to the extension of Stroud Lane and Pullbrooke Drive out of the Briarcliff Subdivision. No access shall be allowed to the section of Stroud Lane that connects to Adkins Road. (T)
6. The maximum allowable density shall not exceed 1.9 units per acre. (P)
7. The applicant, subdivider, or assignee(s) shall pay the following to the County of Chesterfield prior to the issuance of building permit for infrastructure improvements within the service district for the property:
  - A. \$9,000.00 per dwelling unit, if paid prior to July 1, 2004; or

- B. The amount approved by the Board of Supervisors not to exceed \$9,000.00 per dwelling unit adjusted upward by any increase in the Marshall and Swift Building Cost Index between July 1, 2003, and July 1 of the fiscal year in which the payment is made if paid after June 30, 2004.
- C. In the event the cash payment is not used for the purpose for which proffered within 15 years of receipt, the cash shall be returned in full the payor. (B&M)

### GENERAL INFORMATION

#### Location:

Eastern termini of Stroud Lane and Pullbrooke Drive. Tax ID 747-701-6206, 8905 and 8922 and 748-700-0291 (Sheet 6).

#### Existing Zoning:

A

#### Size:

12.1 acres

#### Existing Land Use:

Vacant

#### Adjacent Zoning and Land Use:

North - R-7 and A; Single family residential, public/semi-public (Reams Elementary School) or vacant  
South - A; Single family residential  
East - A; Single family residential  
West - R-7; Single family residential

### UTILITIES

#### Public Water System:

There is a six (6) inch water line extending along Pullbrooke Drive that terminates adjacent to the southwest boundary of this site. In addition, a six (6) water line extends along Stroud Lane and terminates adjacent to both the northern and southern boundary of this site. Use of the public water system is intended and has been proffered (Proffered Condition 1). Preliminary investigation of the water pressure available in this area indicate that an on-site looping of a six (6) inch water line between the northern portion of Stroud Lane and Pullbrooke Drive will be necessary to provide adequate fire flow in this development.

### Public Wastewater System:

There is an eight (8) inch wastewater collector line that extends along the northeastern boundary of this site to serve the adjacent Briarcliff Subdivision. Use of the public wastewater system is intended and has been proffered. (Proffered Condition 1)

## ENVIRONMENTAL

### Drainage and Erosion:

The property drains southeast in two (2) directions under existing state roads and then via tributaries to Falling Creek. There are no existing or anticipated, on- or off-site, erosion problems. There are no known on-site drainage problems; however, there are drainage concerns for the portion of the property that drains through the existing pond on the property. The channel is very near some older homes downstream, and any additional water will cause problems. To address this concern, the developer has proffered that the pond will be retained and used as a storm water management/best management practice (SWM/BMP) facility. (Proffered Condition 4)

## PUBLIC FACILITIES

The need for fire, school, library, park and transportation facilities is identified in the Public Facilities Plan, the Thoroughfare Plan and the Capital Improvement Program. This development will have an impact on these facilities.

### Fire Service:

The Public Facilities Plan indicates that fire and emergency medical service (EMS) calls are expected to increase forty-four (44) to seventy-eight (78) percent by 2022. Six (6) new fire/rescue stations are recommended for construction by 2022 in the Plan. In addition to the six (6) new stations, the Plan also recommends the expansion of five (5) existing stations. Based on twenty-three (23) dwelling units, this request will generate approximately three (3) calls for fire and emergency medical services each year. The applicant has not offered measures to adequately address the impact on fire and EMS. (Proffered Condition 7)

The Wagstaff Fire Station, Company Number 10, and Manchester Volunteer Rescue Squad currently provide fire protection and emergency medical service. When the property is developed, the number of hydrants, quantity of water needed for fire protection, and access requirements will be evaluated during the plans review process.

### Schools:

Approximately eleven (11) students will be generated by this development. Currently, this site lies in the Reams Elementary School attendance zone: capacity - 661, enrollment - 592; Providence Middle School zone: capacity - 1,166, enrollment - 1,068; and Monacan High School zone: capacity - 1,704, enrollment - 1,685.

This will have minimal impact on the schools involved. There are eight (8) trailers at Providence Middle School and one (1) trailer at Monacan High. The trailers are used for additional programs. The applicant has not offered measures to adequately address the impact of this development on school facilities. (Proffered Condition 7)

#### Libraries:

Consistent with the Board of Supervisors' Policy, the impact of development on library services is assessed countywide. Based on projected population growth, The Public Facilities Plan identifies a need for additional library space throughout the County.

The Public Facilities Plan further identifies a need for a new facility near this development to be located in the vicinity of Courthouse Road between Lucks Lane and Reams Road. The applicant has not offered measures to adequately address the impact of this development on library facilities. (Proffered Condition 7)

#### Parks and Recreation:

The Public Facilities Plan identifies the need for three (3) new regional parks, seven (7) community parks, twenty-nine (29) neighborhood parks, and five (5) community centers by 2020. In addition, the Public Facilities Plan identifies the need for ten (10) new or expanded special purpose parks, to provide water access or preserve and interpret unique recreational, cultural or environmental resources, and identifies shortfalls in trails and recreational historic sites.

The applicant has not offered measures to adequately address the impact of this proposed development on these Parks and Recreation facilities. (Proffered Condition 6)

#### Transportation:

The property (12.1 acres) is currently zoned Agricultural (A), and the applicant is requesting rezoning to Residential (R-12). The applicant has proffered a maximum density of 1.9 units per acre (Proffered Condition 6). Based on single-family trip rates, development could generate approximately 260 average daily trips. These vehicles will be initially distributed through streets in Briarcliff, Heatheridge and Lake Crystal Farms Subdivisions to Courthouse Road and Reams Road, which had 2004 traffic counts of 45,119 and 13,182 vehicles per day (VPD), respectively.

The property has potential access through several stub road rights of way; Pullbrooke Drive, Stroud Lane west of the property, and Stroud Lane east of the property. If a subdivision street network is developed on the property connecting both ends of Stroud Lane, it may result in an attractive "cut-through" route between Reams Road and Adkins Road. Part of Stroud Lane east of the property is a narrow road, twelve (12) to sixteen (16) feet wide, with no shoulders. If any access were provided to Stroud Lane east of the property, it would need to be improved to facilitate the increase in traffic. In order to address neighborhood

concerns, the applicant has proffered that no direct access will be provided from the property to Stroud Lane east of the property. (Proffered Condition 5)

Included in the Subdivision Ordinance is the Planning Commission's Stub Road Policy. The Policy suggests that subdivision streets anticipated to carry 1,500 VPD or more should be designed as "no-lot frontage" collector roads. Traffic generated by this development will travel along streets in Briarcliff, Heatheridge and Lake Crystal Farms Subdivisions. Those streets were developed prior to the adoption of the Stub Road Policy. Marbleridge Road (2004 traffic count of 1,705 VPD), Clearlake Road (2003 traffic count of 807 VPD) and Cherylann Road (2003 traffic count of 2,341 VPD) are the subdivision streets that are anticipated to be used in traveling to and from this proposed development. Traffic volumes on Marbleridge Road and Cherylann Road currently exceed the acceptable subdivision street volume as defined by the Stub Road Policy. However, with the proffer that restricts the use of Stroud Lane east of the property, there is no other means of accessing this proposed development.

Area roads need to be improved to address safety and accommodate the increase in traffic generated by this development. Courthouse Road and Reams Road will be directly impacted. Courthouse Road is a six-lane divided facility, and its capacity is acceptable (Level of Service C) for the volume (45,119 VPD) of traffic it currently carries. Sections of Reams Road have twenty (20) foot wide pavement with one (1) foot wide shoulders. Based on the volume of traffic it currently carries (13,182 VPD), this road operates at capacity (Level of Service E). No road improvement projects in this part of the county are included in the Six-Year Improvement Plan, except for a safety improvement project to construct turn lanes at various intersections on Reams Road.

The applicant has proffered to contribute some cash towards mitigating the traffic impact of this proposed residential development (Proffered Condition 7). This amount is not consistent with the Board of Supervisors' Policy; and therefore, the Transportation Department cannot support this request.

Financial Impact on Capital Facilities:

		PER UNIT
Potential Number of New Dwelling Units	22*	1.00
Population Increase	59.84	2.72
Number of New Students		
Elementary	4.97	0.23
Middle	2.77	0.13
High	3.52	0.16
TOTAL	11.26	0.51
Net Cost for Schools	121,704	5,532
Net Cost for Parks	17,358	789
Net Cost for Libraries	8,888	404
Net Cost for Fire Stations	9,350	425
Average Net Cost for Roads	96,778	4,399
TOTAL NET COST	254,078	11,549

\*Based on a proffered maximum density of 1.9 units per acre. (Proffered Condition 6)

As noted, this proposed development will have an impact on capital facilities. Staff has calculated the fiscal impact of every new dwelling unit on schools, roads, parks, libraries and fire stations at \$11,549 per unit. The applicant has been advised that a maximum proffer of \$11,500 per unit would defray the cost of the capital facilities necessitated by this proposed development.

The applicant has offered cash in the amount of \$9,000 per unit to assist in defraying the cost of this proposed zoning on such capital facilities (Proffered Condition 7). Accordingly, the County's ability to provide adequate public facilities to its citizens will be adversely impacted.

Staff has reviewed this case in a manner consistent with the Board's policy in respect to the recent adopted new maximum cash proffers. This case was no in front of the Commission prior to the change in the maximum cash proffer and therefore has been evaluated using the newly adopted fiscal impact figures.

Note that circumstances relevant to this case as presented by the applicant, have been reviewed and it has been determined that it is appropriate to accept the maximum cash proffer in this case.

The Planning Commission and the Board of Supervisors, through their consideration of this request, may determine that there are unique circumstances relative to this case that may justify acceptance of proffer below the value of the maximum acceptable amount.

## LAND USE

### Comprehensive Plan:

Lies within the boundaries of the Northern Area Land Use and Transportation Plan which suggests the property is appropriate for medium density residential uses at a density of 1.51 to 4.0 dwelling units to the acre.

### Area Development Trends:

Adjacent properties are zoned Agricultural (A) and Residential (R-7) and are currently vacant or occupied by single family residences in Briarcliff Subdivision and on acreage parcels, as well as by Reams Elementary School. Residential development at densities consistent with the Plan is expected to continue in this area.

### Comparison of Area Density:

Lots within this development will have sole access through Briarcliff Subdivision. The areas of Briarcliff Subdivision most impacted by this proposed development are developed at a density of approximately 2.9 dwelling units per acre. The applicant has proffered a maximum density of 1.9 dwelling units per acre, which could yield as many as twenty-two (22) dwelling units. (Proffered Condition 6)

### Comparison of Lot Size:

As previously noted, lots within this development will have sole access through Briarcliff Subdivision. The areas of Briarcliff Subdivision through which sole access will be gained have an average lot size of 11,840 square feet. The requested R-12 zoning, if approved, would require a minimum lot size of 12,000 square feet.

### Dwelling Unit Sizes:

To address concerns of area residents and the Clover Hill Planning Commissioner relative to compatibility of development with area properties, a proffered condition has been submitted which requires a minimum dwelling size of 1,800 square feet of gross floor area (Proffered Condition 3). In comparison, dwellings most impacted within Briarcliff Subdivision, contain between 912 and 4,162 square feet of gross floor area, with an average of 1,325 square feet of gross floor area.

### Architectural Treatment:

To address concerns of the Clover Hill Planning Commissioner relative to architectural compatibility with the surrounding residential development, exposed surfaces of all dwelling unit foundations will be covered with brick or stone veneer. (Proffered Condition 3)

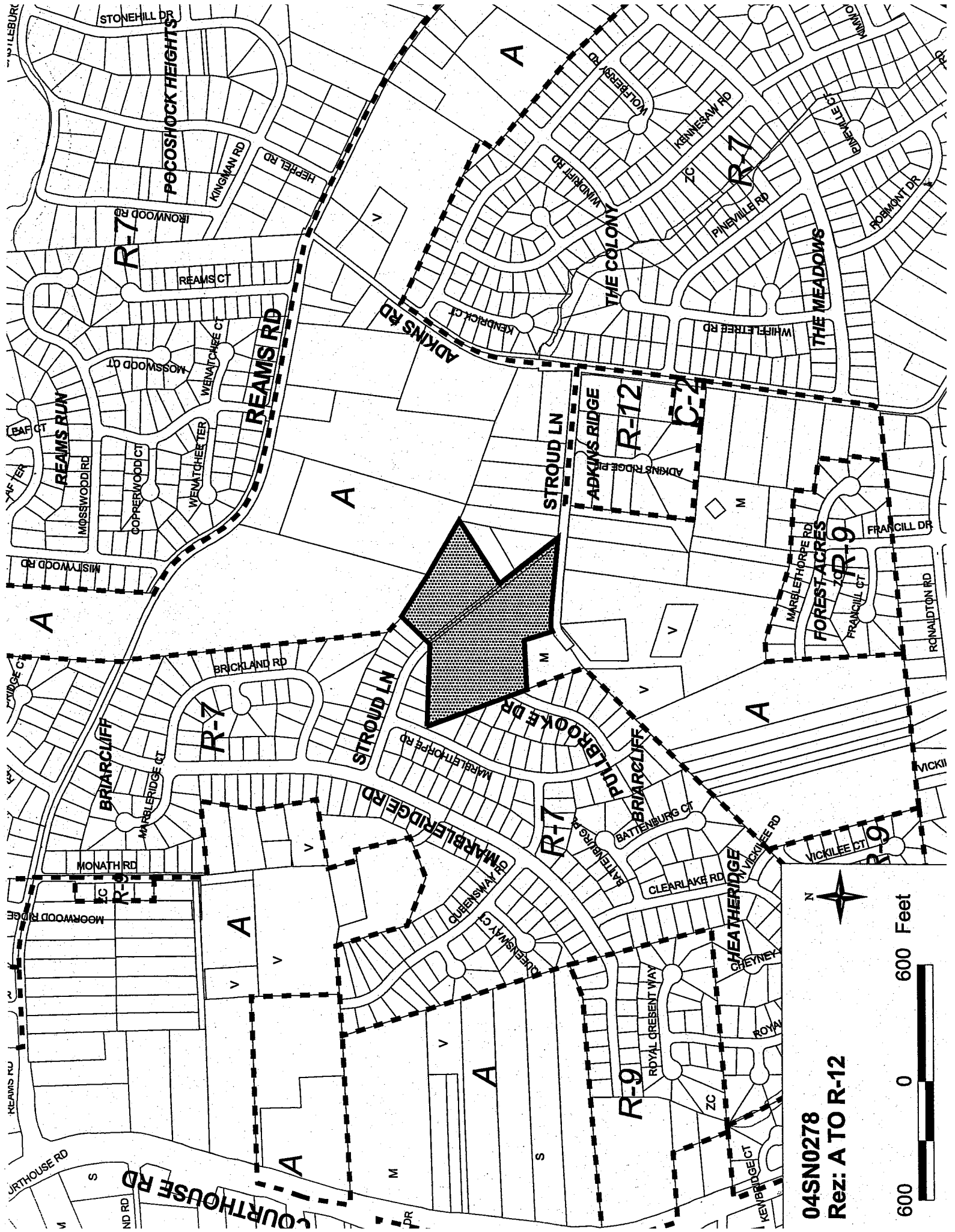


## CONCLUSIONS

The proposed zoning and land use conform to the Northern Area Land Use and Transportation Plan which suggests the property is appropriate for residential uses of 1.51 to 4.0 units per acre and is representative of existing and anticipated area development.

However, the proffered conditions do not adequately address the impact of this development on necessary capital facilities, as outlined in the Zoning Ordinance and Comprehensive Plan. Specifically, the need for transportation, schools, parks, libraries and fire stations is identified in the County's adopted Public Facilities Plan, Thoroughfare Plan and Capital Improvement Program and the impact of this development is discussed herein. The proffered conditions do not adequately mitigate the impact on capital facilities, thereby not insuring that adequate service levels are maintained as necessary to protect the health, safety and welfare of County citizens.

Given these considerations, approval of the request is recommended, subject to the applicant adequately addressing the impact on capital facilities, as discussed herein.



04SN0278  
Rez: A TO R-12

